

IV. THE LIFE OF THE CITY

IV.A. HOUSING

The City of Gloucester has a fundamental obligation to ensure that people who now live and work here can continue to afford to live here. The current inadequate housing supply and escalating home prices are causing displacement, individual and family stress, pressure on existing businesses, and deterrence to the development of new business. Furthermore, the salaries of people who provide services to the local community - teachers, city workers, health care providers, and others - are not sufficient to meet the current cost of housing.



The City must be proactive in bringing about choices for a broad spectrum of housing types, costs and locations. Otherwise, the diversity of Gloucester, the backbone of its social and economic identity, will be lost. In keeping with the community's Vision, these choices should be compatible with protection of natural resources and preservation of open space and should blend into host neighborhoods.

IV.A.1. RESOURCES AND TRENDS

There are approximately 9,458 residential properties in Gloucester, with 13,125 dwelling units. About 73 percent of the properties are single family and 27 percent are multifamily. Of the total, 58 percent of the dwelling units are owner-occupied, and 42 percent are rentals. Traditionally, the size and scale of Gloucester's housing has been modest: 62 percent of the single family homes have less than 1,600 square feet of floor space. Only 12 percent of the units are larger than 2,400 square feet. Current trends are toward larger houses.



Gloucester has a pleasing layout of contrasting dense and rural areas. Housing density is greatest in the downtown area and in the scattered villages of Magnolia, East Gloucester, Rocky Neck, Annisquam, and Lanesville. Rental and multifamily housing are distributed throughout the City, with the greatest concentration downtown.

Gloucester and the surrounding region have experienced extraordinary housing pressures in the last five years. High-paying technology jobs along Route 128, within commuting distance of Boston, and the beauty and quality-of-life in Gloucester, have created a market where affluent newcomers steadily bid up prices. The median sale price for single family

homes rose from \$135,000 in 1995 to \$203,000 in 2000. The situation is no better in nearby cities and towns; to move out of Gloucester for economic reasons, means moving beyond Essex County.



As a result, the need for affordable housing is a dominant theme in the community and in this Plan. This is true of the official government definition of "affordable", which emphasizes the importance of providing quality housing for those within specific income standards. The need for affordable housing also applies to a simple, common sense conclusion for most of the population as well - the high cost of housing in Gloucester is no longer affordable for virtually anyone with even a moderate income, and is leading to a dramatic reduction in choices for a place to live and the way of life for Gloucester citizens.

The official state definition of "affordable" housing is linked to government-sponsored support programs. Massachusetts General Law Chapter 40b, presumes that 10 percent of the housing units in all cities and towns in the Commonwealth should qualify as "affordable", and counts units that are subsidized by certain approved programs. In Gloucester, 6 percent of the housing units fall into that category. For communities such as Gloucester that do not meet the 10 percent level, Chapter 40b further allows relaxation of zoning requirements in order to permit development applications that meet certain financial requirements and include a percentage of affordable units within the development. The Zoning Board of Appeals is the permitting board for such applications. Environmental and public health and safety requirements do apply.

Housing subsidies in the city include 616 housing units and 579 state and federal rental vouchers and certificates issued through the Gloucester Housing Authority. The average voucher subsidy is \$573 per month, with the tenant paying the balance of the rent; vouchers may be used wherever accepted by the landlord. Yet, only 25 percent of families with vouchers can find apartments that they can afford. Landlords report dozens of calls for available apartments.



Unless measures are taken to protect or increase the supply of moderately priced housing, the market will gradually reduce choices for many Gloucester residents, as those who can pay more steadily outbid those of lesser means, resulting in displacement at the moderate and lower end of the income spectrum. There is real danger that, unless the supply of housing

that working families can afford is increased, people who were raised and who work here will no longer be able to afford to live here. The people being squeezed out are workers in the schools, city services, fishermen and artists, who have all traditionally been a part of our community fabric. Business, city government, and the public schools report that selected candidates do not take jobs, or do not stay, because they cannot find housing in the community.

The antidote to this trend is expansion of opportunities for many market segments simultaneously, gradually reducing pressure and opening new options for everyone. Each of the following strategies will assist in meeting certain housing demands. Implementation of any individual recommendation would be inadequate. Therefore, it is imperative that comprehensive policies and actions support strategies simultaneously in order to retain a diverse and healthy residential community.

IV.A.2. GOAL

Adopt policies and take actions to ensure that the housing supply meets the needs of Gloucester residents.

IV.A.3. OBJECTIVES

- Establish a City of Gloucester housing policy.
- Establish a coalition of parties to examine housing policy and housing supply issues.
- Encourage housing development where it is consistent with the land planning vision of this Plan.
- Increase the supply of permanently affordable rental and owner-occupied housing in the city.
- Facilitate building of more multifamily housing in a variety of neighborhoods, in a variety of ways supporting opportunities for infill-housing construction, consistent with existing neighborhood patterns.
- Expand funding to help meet affordable housing costs, seeking revenue from all sources.
- Provide assistance to senior citizens to remain in their homes.
- Encourage housing options that would allow residents to remain in Gloucester, by subdividing large living spaces and promoting options for smaller units.
- Modify regulations to allow a variety of living arrangements, including live/work and accessory apartments, under appropriate conditions.

- Encourage housing rehabilitation, tax incentives, subsidy programs, and regulatory simplification, modification, and compliance.
- Cooperate with regional efforts to promote development of affordable housing.
- Continue search for funding to meet housing needs and goals.

IV.A.4. STRATEGIES

Strategy 1. Assign the Community Development Department to take responsibility for housing policy and housing issues.

The Community Development Department should be charged as the oversight entity for housing issues throughout the city. Currently, responsibility for housing policy and housing issues is dispersed among public and private organizations, with no official City assignment of responsibility and/or coordination. These organizations have worked independently and cooperatively to provide housing choices, typically to the traditionally under-served. An assertive, official city role might strengthen and augment the current effort. The City, through the Community Development Department, can serve that centralizing function. Every two or three years, the Department should conduct a Housing Needs Assessment, examine policy and recommend policy and code changes to ensure that established needs are met. A variety of City resources - from staff to vacant land to zoning techniques and financial incentives - can be applied to meet housing needs; these should be managed by the Community Development Department in close coordination with the Grants Office and the Gloucester Housing Authority.

Strategy 2. Form and empower a coalition of parties with an interest in housing to supply avenues to financial expertise, funding, and materials resources.

It takes a city of resources to meet the variety of housing needs that have been identified during the planning process. A Housing Coalition, coordinated and assisted by the Community Development Department, would be able to pool resources to address the varied needs and demands of providing for additional housing in the city. This Coalition should include representatives from real estate firms, financial institutions, the building industry, housing advocacy organizations, a representative from the Open Space and Recreation Committee, and city decision-makers, including the Community Development Department, the Grants Office, and the Gloucester Housing Authority. This Housing Coalition should meet at least bi-monthly to address issues and explore solutions, and should report to the mayor and City Council at least twice a year.

Strategy 3. Encourage adoption of the Open Space Design siting process.

Housing in Gloucester should strive for a high quality-of-life. Open space and preservation of neighborhood character add immeasurably to this objective. The Housing Coalition and associated housing-interest groups should encourage the concept of Open Space (Residential) Subdivision Design. In this concept, sites that are proposed for development are assessed to identify open space and special features, which are then preserved by clustering the houses - either single or multifamily - in other locations on the site, more closely than conventional zoning would allow. This approach will benefit residents by preserving the most valuable open space and natural resources near their homes.

Strategy 4. Increase housing supply in all neighborhoods through regulation and proactive programs.

In order to expand affordable housing options, the City must take major steps to expand the supply of all housing types and the range of prices throughout all locations in the city. In view of high demand and high prices for housing, many individuals and families must make choices based on financial necessity rather than type or location of housing. Unless housing supply is expanded in many categories, the market will gradually reduce choices for many residents of Gloucester, as those who can pay more for housing out-bid those of lesser means, resulting in displacement at the lower end of the income spectrum.

All market segments should be addressed simultaneously, thereby gradually reducing pressure and opening new options for everyone. A variety of mechanisms should be explored. Strategies are intended to address the broad housing market. City policy should work toward implementation of all strategies, in keeping with the Plan Vision and should be done in concert with neighborhood input.

Strategy 5. Increase the supply of affordable rental and owner-occupied housing in the city to meet at least the goal of ten percent set by the Commonwealth of Massachusetts.

With the goal of maximizing permanent affordability wherever and whenever possible, several measures can work together to open housing-market opportunities. The Housing Coalition should provide information about potential sources of money to housing-interest groups and to individuals. That funding might come from the City Grants Office, other local and regional organizations, and financial institutions. However, money alone will not resolve the housing crisis, which is in large part explained by lack of supply of housing stock. Recommendations to increase housing stock at below market prices include the following:

- Encourage and support the Community Land Trust of Cape Ann to expand or form additional Trust groups, using this one as a model;

- Increase the provisions of the 'inclusionary' housing provision in the Zoning Code of Ordinances (Chapter 5.11), to include all residential development of 15 or more bedrooms, and to assign at least 20 percent of the total number of dwelling units as 'affordable'. Additional incentives can be offered to marginally increase the number of units under certain conditions;
- Promote incentive programs for private property landlords by providing rehabilitation grants in exchange for deed restrictions that allow affordable rents;
- Form housing partnerships with non-housing groups that serve other community needs - employer-sponsored housing; housing on school properties, with teacher preferences; and faith-based initiatives - to rehabilitate or construct housing;
- Cooperate with regional efforts to promote development of housing, in particular the North Shore Housing Trust;
- Create project-based voucher programs through the Grants Office.

Strategy 6. Revise zoning ordinance and regulations to allow easier permitting of multifamily dwellings.

As the City moves toward performance zoning, it should establish citywide standards and conditions appropriate for multifamily units, and replace the current geographic restrictions and special permitting process required by the present Ordinance. Conformance with neighborhood character, existing public infrastructure and amenities, adequate land area, and avoidance of neighbor view obstruction, all should be considered in setting requirements for the permitting process, which should include neighborhood input through the process described in the Villages and Neighborhoods Section of this Plan. Mixed use, where new construction might include, or mix with, existing commercial or certain appropriate industrial uses, should be allowed when specified conditions are met. Site and building design should, in all cases, be compatible with the surroundings and ensured through site and design review through the permitting process.

Strategy 7. Revise zoning ordinance and regulations to allow easier conversions to multifamily dwellings and mixed uses, as appropriate.

A simple method of expanding housing supply with least impact to neighborhoods is by expanding the use of existing supply of houses in built-out areas where expansion can be accomplished without negative impact on the neighborhood. The Zoning Ordinance should set conditions to allow that expansion, which can be accomplished in a variety of ways, including the following:

- Encourage accessory or in-law apartments;

- Convert existing single-family to multifamily units;
- Support 'infill' housing in neighborhood centers where this approach would be consistent with existing building density;
- Encourage vertical expansion where additional stories would be consistent with the neighborhood;
- Promote mixed-use development where housing could be an attractive and beneficial addition to new or existing retail/commercial areas, such as plazas;
- Encourage density in village and neighborhood centers;
- Consider planning for new village centers, as appropriate. Increased density can create vitality where homes and shops are in walking distance and where social interaction is encouraged in appealing public space.

Strategy 8. Explore and adopt measures to assist senior citizens to remain in their homes.

Many senior citizens prefer to remain in their family homes and familiar neighborhoods after retirement and into their senior years. Yet, for many the cost of remaining is greater than they can afford. A variety of assistance programs could make it possible for most to remain in their homes, if that is their choice, including the following:

- Encourage creative multifamily arrangements for seniors in larger homes;
- Expand existing financial assistance, such as tax deferral for elderly, septic installation and rehabilitation and sewer connection assistance, and housing rehabilitation assistance, available through the City Grants Office;
- Encourage reverse mortgages, wherein money is borrowed against the equity of the house and returned at the time of the sale of the home;
- Provide information about the availability of financial assistance to meet living expenses through the Council on Aging and the Community Development Department.

Strategy 9. Promote housing options that will allow people to 'downsize' yet continue to live in Gloucester.

The current tight and costly housing market in the city makes it difficult for people to move from their family homes, when that is their choice. Yet, such a move would add to the housing

stock by making family homes available. Strategies to increase housing stock can be tailored to meet seniors' needs, including creative multifamily and co-housing arrangements, and the addition of accessory apartments in single family homes. Other options include assisted living facilities and retirement villages, with services and amenities, and support for both market-rate and below-market-rate housing in neighborhood or downtown centers where support services and amenities are nearby.

Strategy 10. Allow live/work options, with conditions and standards that protect the quality-of-life of residents and existing neighborhoods.

The Zoning Ordinance should allow live/work arrangements. Often associated with the arts and artisans communities, live/work accommodations meet the needs of a variety of self-employed workers. Certain requirements must be met to ensure compatibility with neighborhoods, including limits on the types of businesses and provisions for adequate parking. Limited equity, live/work cooperatives have been successful in Boston neighborhoods, and could be a model to assure long-term affordability for live/work arrangements as well as traditional housing.

Strategy 11. Modify zoning codes and establish programs to allow more housing options.

New housing options could be allowed through code modifications, tax incentives, subsidy programs and regulatory simplification to accomplish the following:

- Allow and encourage Single Room Occupancy housing;
- Simplify and encourage conversion to multifamily;
- Relax regulations applying to non-family related occupants;
- Provide information to people in need of housing assistance through the Community Development Department;
- Provide assistance to homeowners and landlords for lead paint removal. Lead paint not only poisons children, but the presence of lead paint in many houses limits the supply of rentals for families with young children. The City should identify sources, provide funding, and seek grants for lead paint removal.

The Housing Coalition, the Community Development Department, and the City Grants Office should cooperate to effect the suggested policy changes, to secure funding and to provide information.

Strategy 12. Continue to seek maximum available funding from all sources.

Funding is needed to make housing available to all citizens of Gloucester; the City can assist by exploring further sources of funding and making the funds available as a consistent, standing responsibility. The Housing coalition and associated groups should explore the benefits of adopting the Community Preservation Act as a method of raising money locally and adding Commonwealth matching funds. If the examination shows benefits to the City, the Housing Coalition and associated organizations should work toward passage of the Act.

IV.B. ECONOMY

The economy of Gloucester was historically connected to the sea. Fishing and maritime trade built the City. The wealth that it created supported investment in homes, buildings and infrastructure, all symbols of prosperous times. But the decline in these industries that built Gloucester led to long periods of slow economic decline in the last third of the twentieth century, punctuated by relatively short-lived revivals.

The economy has changed over the past several decades, adapting to the general decline of the fishing industry by diversifying into high technology and light industry services, commercial, and tourism sectors. The City is at its lowest jobless rate in the past 25 years, with only about 5 percent of the workforce unemployed.



Despite these improvements, important issues and trends affect the local economy, including a loss of employers, lack of an employable labor force and salaries inadequate to support those who want to live and work in the city. Gloucester has relatively little commercial land available for new development, has high housing and living costs, and requires relatively high-cost infrastructure investment to support emerging information technologies. Attracting and retaining businesses is extremely important, and strategies are needed to address these issues. A successful economy provides a local employment base, benefits employers, and generates taxes that are substantially greater than the municipal costs required to support them.

IV.B.1. RESOURCES AND TRENDS

The economy in Gloucester is concentrated in several sectors including trade - tourism and retail - manufacturing, services, and, to a lesser extent, government and fishing. The largest employers include the City of Gloucester, Varian, Gorton's, Gloucester Engineering, Addison Gilbert Hospital, and Shaw Markets. Hundreds of small businesses support the local economy, ranging from tourist-related - restaurants and sightseeing operations and commercial boating - health and wellness services, retail shops, construction companies, banks, arts and crafts, and assorted incubator projects and home-based businesses.



Unlike some other communities, the land and facilities available for commercial use are constrained by established patterns and regulations. It is not surprising to find that the total number of businesses and jobs in Gloucester has remained relatively constant over the past ten years. Change is occurring in the types of businesses as they respond to changing regional, national and international market conditions.

Several large industrial businesses with over 200 employees moved out of the City during the last few years. Some of the reasons for their relocation include lack of space for expansion, lack of an employable labor force, consolidation of facilities, and shift in business. Gloucester's geographic location - "at the end of the line" - and small, constant population is not conducive to business expansion.

Gloucester has been part of the decade of economic recession, recovery, and expansion within the region. Longstanding, relatively high unemployment rates have decreased and are now close to the regional average of about 5 percent, the lowest levels in 25 years. The average annual wage has increased about 30 percent over the past 10 years to approximately \$30,000.

The relationship between the location of jobs and the labor force is an important factor in planning. Recent statistics indicate that about 52 percent of Gloucester residents work outside of the city, and that about 33 percent of the employees in Gloucester businesses commute from other cities and towns. In effect, Gloucester is a net exporter of jobs, even though 67 percent of the local employees are also local residents. The balance of local and "outside" jobs affects the character of the community, and people express concern that Gloucester should not become a suburban "bedroom community", and that it should retain the quality of life associated with a large component of local jobs for local residents. Travel patterns related to the location of jobs and employees also impact traffic in the area.

Because of the relatively limited amount of land available for commercial development, opportunities for growth will be associated with strategic development of remaining undeveloped land parcels. Although, the Cape Ann Industrial Park reached full build-out in 1999, other business and industrial parks have available space. Areas of the downtown and harborfront remain underutilized and vacant parcels remain in a limited number of sites in other areas of the city. Providing for the "highest and best use" will be increasingly important.

IV.B.2. GOAL

Enhance the strength and stability of the City's economic base and increase employment opportunities.

IV.B.3. OBJECTIVES

- Establish a citywide Economic Plan to guide public actions and private investment.
- Support and encourage small and family-owned businesses, including fishing and waterfront commerce.
- Analyze public costs and benefits relating to new economic development, as an investment decision.
- Support and participate in programs that enhance the skills and education of Gloucester's work force.
- Encourage additional housing units to attract and retain employees.
- Encourage quality education to ensure the highest skill levels among the City's workforce.
- Support tourism with policies and actions that will enrich the visitors' and the residents' experience, and that are linked to the maritime and cultural heritage.
- Pursue public policies and actions to expand the information technology infrastructure.
- Continue policies to protect and expand the economic contribution of the waterfront and harbor.
- Support the Addison Gilbert Hospital as an important community resource and major employer.
- Recognize and support the economic contribution of the arts.
- Support local business by encouraging "shopping-local", including City procurement, and publishing information to business and the general public on available local resources.

IV.B.4. STRATEGIES

Strategy I. Establish a City Economic Plan that includes an economic development strategy, a detailed database of economic activity, businesses and employment, and an inventory of long-standing skills of residents.

The Community Development Department , in cooperation with the Cape Ann Chamber of Commerce and the business community, should develop an Economic Plan, based on solid research and the needs of the local economy including sectors that have not typically been included in the past: health care, arts and art products, and high technology infrastructure. The first step would create and maintain a long-term comprehensive database of economic activity to establish trends and projections. This database should include measures of eco-

conomic activity and an inventory of the businesses in Gloucester. It should establish trends based on available information, and become a basis for measuring change in the future. Area educational and governmental entities might be enlisted to assist in data collection and interpretation.

The Economic Plan should include a strategic marketing and implementation plan to guide City effort to work with large and small, local businesses, to assist in business recruitment and location, and to set tax policy and incentives. The Plan should identify specific actions that the City should take to support small, local businesses with new initiatives and programs as well as to address constraints (such as certain zoning regulations) to their economic development.

The Economic Plan should also recommend a consistent method for evaluating the economic costs and benefits of public policies and actions, before the City undertakes major commitments. This will help ensure consistent attention to the short-term and long-term implications on taxes, jobs and the overall quality of life.

In order to implement this strategy, the City must assign staff, resources, and seek state and/or federal funds to support the effort.

Strategy 2. Encourage skills training through support of local and regional programs.

Three types of skills training would improve residents' eligibility for employment and allow them to remain as residents of Gloucester:

- Training in response to the rapidly changing technologies and information opportunities in the region and beyond.
- Training that expands and complements existing, but underused, skills of residents.
- Training to empower individuals to start their own small businesses.

Training can be conducted in cooperation with skill training programs at Gloucester High School and regional educational institutions and organizations. The Community Development Department should join with the School Department to develop strategy for identifying and securing financial resources to support skill-training efforts.

Strategy 3. Support efforts to increase a housing supply that is affordable to residents, allowing them to live in the community where they work.

The City has the opportunity to enhance the economy of Gloucester by supporting businesses and helping those people who want to live and work in the same community. Afford-

able housing is essential to attract and keep employees. Availability of housing positively affects the attractiveness for doing business, starting new business ventures, and expanding existing business. As a corollary, a lack of housing options reduces the value of business properties, in turn affecting commercial land value, part of the tax base of City government.

Expanding housing is a matter of preserving community value and economic health.

Strategy 4. Coordinate visitors' experience in the city in a way that enriches their stay yet maintains the image and character of the city.

Gloucester, with a unique blend of working waterfront, culture, art, maritime heritage, beautiful coastlines and beaches, and wooded uplands, is a destination that attracts many visitors. Retaining that image and character should be the centerpiece of the tourism strategy in both the public and private sectors.

The business of hospitality is a significant factor in Gloucester's economy and will continue to play an important role in the future. Coordinating the resources of tourism can expand the economic value while ensuring that the qualities that make Gloucester a desirable place to live and work year-round are not affected.

The economic contributions of tourism should be included as part of the Economic Plan and data collection. These updated studies should create a profile of tourism activity and its related impacts, including an analysis of the market segments and support businesses served by the tourism attractions. Direct and indirect implications on employment, expenditures and taxes should be measured.

The Tourism Office, within the Community Development Department, and the Tourism Commission can use the resulting data as a marketing guide in working with representatives of the tourism industry, business community and associated institutions. Tourist related businesses and attractions will be better able to attract visitors and offer them an enhanced visitor experience, resulting in greater economic return with longer and repeat stays and increased spending.

Hospitality business provides income and support for many Gloucester residents. Planned management of tourism can benefit these citizens as well as the city itself. Information about the economic impact should assist residents who are not pleased with tourism because of the inconveniences from increased visitors to the city. Changes can be made to reduce these problems through a planned approach to tourism and hospitality.

Strategy 5. Promote expanded telecommunications infrastructure.

The fast expanding global network of telecommunications opens vast opportunities and is becoming essential to large and small businesses. Many small business use their homes and

internet for the "storefronts" for work from home and would be enhanced by expanded access to telecommunications infrastructure. This infrastructure is costly to bring into Gloucester, a community "at the end of the line" and at the very end of the state highway.

A cooperative effort, representing City administration and business interests, has begun to explore ways to attract delivery of these services. This combined effort should continue, with assertive leadership by the Community Development Department. Supporting telecommunications infrastructure enriches the community by promoting "living and working" locally.

Strategy 6. Restore and maintain vitality in harbor and waterfront activity, in part, through implementation of the Harbor Master Plan.

The industrial waterfront is important to economic activity and employment in Gloucester. The harbor also draws tourists to the city who chose to come here rather than to visit another seaside place that is primarily residential or tourist-business oriented. The City should support actions that lead to infrastructure improvements, as recommended in the Harbor Plan; renovation of the waterfront is critical to the survival of the marine industry and to the potential for private investment in more modern facilities and products.

The recently formed Maritime Heritage Center that has purchased the city side of the Gloucester Marine Railways is an example of private/public cooperation that will add life, use, and interest to all harbor activity. A similar effort might apply to other waterfront parcels that are currently underused.

In keeping with the seafaring and maritime commerce of the City, economic development should include support of innovation and new product development in the fishing industry, including processed products that increase the value of seafood shipped out of the City. The City should seek funds from all sources to invest in harbor and waterfront improvements and related product development.

Strategy 7. Promote economic and environmental sustainability for new and expanding business and city procurement practices.

Principles of economic and environmental sustainability should be part of the resource information available through the Community Development Department, with advice on promoting both in business practices, moving toward development of official City policy and review procedures. Economic sustainability might address issues of "local shopping" and buying, local employment and equal opportunity practices and set-aside jobs for women and minorities. Environmental practices, which in the long-term are also economic, would include promoting energy and water efficiency and "building green", to be developed in cooperation with the Natural Resources Plan by the Open Space and Recreation Committee.

IV.C. HISTORIC AND CULTURAL RESOURCES

The City of Gloucester, settled in 1623 and recognized as America's earliest fishing port, has a wealth of history and historical assets. The historic resources of Gloucester can be seen in the buildings and monuments that reach back to earlier times and in unique and remarkably unchanged districts, landscapes and places that reflect Gloucester's heritage.

The preservation and use of these resources is linked to the quality of life of Gloucester citizens. Because of its age, fame, location and historical significance, Gloucester draws many visitors and admiring guests eager to learn more about this city and savor its history. The Plan recognizes that stewardship of historic and cultural resources serves everyone.



IV.C.1. RESOURCES AND TRENDS

Gloucester's historic resources are places, artifacts, memorials and structures that provide meaningful links to the past. In some cases, these links have been preserved or protected through the efforts of government and institutions; in other instances, valuable historic resources remain unprotected and represent an opportunity for further actions.

The harbor and its near surroundings have long been the center of Gloucester, and its role in earlier eras is preserved in buildings, museums and special districts that celebrate this past. Local and National Historic District designation, with virtually the same boundaries, encompass much of Middle Street and the west end of Main Street. Middle Street includes several 18th century Georgian-style houses. Federal-style seaport buildings and the Blackburn Tavern remain on Main Street.



Two museums are in the District. The history of the 1783 Sargent Murray Gilman Hough House traces significant trends and events in American history, reflecting the wealth and influence of the early maritime economy, and the emerging intellectual culture of the United States. The house was occupied by the Reverend John Murray, founder of the Universalist Church in this country, and his wife, Judith Sargent Murray, early advocate of the equality of women. The Cape Ann Historical Association includes the late 18th-century house once occupied by Captain Elias Davis. This museum exhibits an important collection of the paintings of the 19th century Gloucester native, Fitz Hugh Lane, a reminder that Gloucester historic heritage is also captured in the art that has long been an integral part of local culture.

HISTORIC AND CULTURAL RESOURCES

Gloucester is part of the Essex National Heritage Area (ENHA), which provides resources for signage and interpretation and the Welcoming Center at Stage Fort Park, the original site of Gloucester settlement on Hough Avenue. Continued cooperation with ENHA is advised, as additional resources are available.



The history of Gloucester is marked, in part, by its historic houses, including a few first period houses, those built before 1725, which have been named to the National Register of Historic Places. The home of Fitz Hugh Lane at Harbor Loop is owned and maintained by the City of Gloucester. Two unique houses are preserved and are significant visitor destinations - the Hammond Castle and Beauport, landmarks among the 1920s grand get-away mansions that are also part of Gloucester's past.

The villages of Magnolia and Annisquam have active historical societies and small museums memorializing the traditions and rich history of those areas.

The maritime heritage is reflected by the Adventure, a preserved 121-foot Gloucester schooner that is a National Historical Landmark and educational resource, currently docked at Harbor Loop. Plans for a Maritime Heritage Center include permanent dockage for the Adventure, as well as a dragger and boat-building facilities.

The City Archives Committee has worked since 1987 to collect and index and safely store city records, dating back to the seventeenth century. The Sawyer Free Library also maintains historic records, books and paintings. Both archives need additional space and secure storage conditions.

In contrast to the successes, many resources are decaying or threatened by demolition. Some of Gloucester's earliest homes have been significantly degraded and early burial grounds and cemeteries are in disrepair. Some significant properties require attention, the White Ellery House at Grant Circle, a gateway to the city, a case in point.

Several City entities can effect preservation and stewardship of historic resources. The Historical Commission serves a broad role in promoting preservation activities, using the 1990 Historic Preservation Plan for guidance. The Historic District Commission maintains stewardship in the Historic District. The Archives Committee gathers and organizes historic records. The future of historic resources will be linked to the stewardship that these and other groups are empowered to provide.

IV.C.2. GOAL

Maintain and celebrate the heritage of Gloucester through preservation and interpretation of its historic sites, buildings, and monuments.

IV.C.3. OBJECTIVES

- Expand the stewardship responsibilities and capacity of Gloucester's Historical Commission and Historic District Commission.
- Preserve historic buildings and places.
- Assist residents and City administration to understand and appreciate the importance of preserving historic buildings and places, including cemeteries and archeological sites.
- Secure funding for historic acquisitions and preservation.
- Explore benefits of enacting Community Preservation Act to help preserve historic places and structures in Gloucester.
- Support programs and policies to create new venues for historic interpretation.

IV.C.4. STRATEGIES

Strategy I. Define responsibility of the Historical Commission and the Historic District Commission.

If the remaining heritage of the city is to be preserved, the two appointed historic preservation commissions, the Historical Commission (HC) and the Historic District Commission (HDC) should have a clear sense of expectation and coordinated direction, organized to comply with mandates of the Massachusetts Historical Commission. Both Commissions should have a budget for printing and supplies, to allow chairs and/or members to attend preservation training sessions, and to employ professional assessment of the condition or integrity of buildings.

The following is a list of recommended tasks and responsibilities for Gloucester's Commissions to preserve the City's heritage:

Historical Commission (HC)

- Convene adjunct committees, as appropriate for projects, of citizens with historic preservation expertise, to advise and assist the HC in gathering, applying and distributing information.

HISTORIC AND CULTURAL RESOURCES

- Review and update the Historic Preservation Plan, prepared in 1990, including updating and prioritizing the inventory of historic buildings, plaques, monuments, and sites, including cemeteries and archaeological sites, adding as necessary.
- Prepare public information and outreach programs to foster appreciation of historic assets.
- Prepare historic conservation and renovation design guidelines.
- Resume the Plaque Program, in collaboration with the HDC.
- Comment, advise and approve City preservation and renovation projects.
- Advise on and approve maintenance and modifications to all City-owned historic buildings.
- Comment and advise private sector conservation and renovation projects, when applicable and upon request.
- Respond to initiatives to name property to the National and State Registry of Historic Places, and submit them to the Massachusetts Historical Commission.
- Participate in preparing the arts and cultural strategy and tourism strategy, and assist in exploring the concept of a Heritage Center, as a separate destination or as an element within other venues.

Historic District Commission (HDC)

- Review the boundary of existing Historic District and recommend adjustments to include other significant and contiguous neighborhoods or buildings.
- Assume a proactive role in Historic District, seeking to raise awareness of the District.
- Resume the Plaque Program within the district.
- Assume stewardship for designated properties within the District, and in collaboration with the Historical Commission, designated properties beyond the District, including City-owned buildings.
- Cooperate with Downtown District Commission in projects that include the Historic District.

Strategy 2. Provide information about historic buildings and sites and assistance toward preservation.

The volunteer Commissions and their associated volunteers will require City resources and coordination to be most effective, responsibility that should be provided by the Community Development Department. Current staff already has a lot of responsibility; professional staff should be added to manage this assignment and others recommended by this Plan.

The Historical Commission and the adjunct committee, with assistance from the Department of Community Development, should prepare and provide information to the general public and City staff in the following ways:

- Update the Preservation Plan;
- Prepare information about selected historic properties;
- Resume the Plaque Program, using the official Gloucester plaque, approved as part of the original Program, placing, repairing, and replacing plaques as appropriate;
- Distribute information and guidance on preservation, based on Secretary of Interior's Standards for Preservation, for public and private use, including a publication describing architectural styles and suggested preservation practices appropriate for Gloucester;
- Be available, on a regular schedule, to provide information and advice on preservation methods;
- Recommend an "Incentive Program," using modest awards, tax incentives and credits, and recognition.

Strategy 3. Adopt a demolition delay ordinance.

Demolition of historic buildings, monuments or places cannot be undone. A Delay Ordinance, invoked at the time of application for a demolition permit, allows time to search for alternative uses that would preserve historically and architecturally significant buildings and places. The ordinance can refer to the extensive inventory of property already listed with the Massachusetts Historical Commission (MHC). This list can be expanded by the Historical Commission, with submission of properties found to be "preferably preserved" to MHC.

Strategy 4. Support the Gloucester Archives Committee.

The Archives Committee has been a model group of volunteers who have steadily and conscientiously preserved and maintained Gloucester's history through records and documents.

Present Archive space in City Hall is wholly inadequate. Proposed expansion of the Sawyer Free Library includes space and controlled conditions for the Archives. City leadership should support the Archive effort with budget and resources and encourage the move to the Library with improved conditions to protect our history.

Strategy 5. Integrate historic and archeological significance into City decisions, including special permits and subdivision regulations.

Historic and archeological significance should be required in the description of existing conditions on all applications for permits for building, subdivision, or special permits. This will advise City staff, permitting boards and commissions and the applicants and their agents that these features have value. As site and design review is integrated into permitting procedures, historic and archeological significance would be considered along with considerations for other property features. The Zoning Ordinance should encourage new construction or renovation to be compatible with neighborhood historic character and consider density and/or dimension incentives for preservation effort.

The Office of the Building Inspector, which processes building and renovation permit applications, should have conservation and preservation training. Some renovation permit applications may require code interpretation for sensitive code compliance in order to maintain historic and/or architectural integrity.

Strategy 6. Preserve and maintain historic cemeteries and archaeological sites.

Gloucester's ancient cemeteries, some dating back to the 17th century, and its archeological sites should be maintained and their historical significance recognized and documented. They are currently badly neglected and should be given high priority and protection. The Department of Public Works (DPW), with responsibility for cemeteries, should continue the work to save them done by volunteers, and assume a maintenance schedule. A subcommittee or adjunct committee, of the HC might assume an official role in working with the DPW and preparing a program to increase public awareness.

Strategy 7. Seek available funding for historic acquisition and preservation, and establish a Preservation Trust Fund.

City efforts to preserve City heritage and character will require coordination to secure funding from all available sources. Both Commissions and the Community Development Department and the City Grants Office should work together to identify sources and to apply for preservation monies. A trust fund, either a dedicated City fund or a private non-profit, in cooperation with the Commissions, should be established in order to reserve designated money for the purposes of property acquisition and preservation.

HISTORIC AND CULTURAL RESOURCES

As noted in other sections of this Plan, the Community Preservation Act (CPA) could provide new local and state revenue to preserve significant places and buildings, and should be carefully examined by the HC and the HDC. If they conclude that benefits are substantial, they should work for the adoption of the CPA.

Eligibility or advantage for certain state historic and preservation grants hinges on certification from Massachusetts Historical Commission; and that eligibility is through the Certified Local Government, requiring active and up-to-date Commissions.

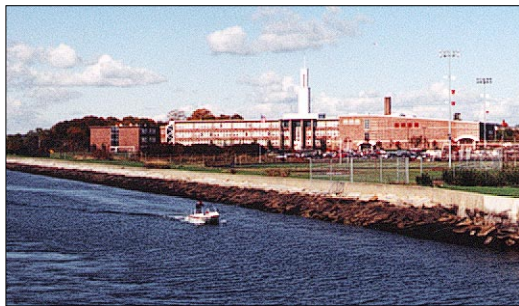
IV.D. EDUCATION

The Gloucester school system supports the foundation of the future of Gloucester. The community, in turn, must set goals and support the school system to prepare children with the best possible education, to face the challenges ahead. Moreover, the school system should provide a continuing source of learning by extending its reach beyond children, to the adults in the community. An overview of educational resources and trends provides an understanding of the policies and programs necessary to reach the Goals and Objectives of this Plan.



IV.D.I. RESOURCES AND TRENDS

The Gloucester school system provides educational resources for pre-kindergarten through Grade 12 at eight schools in the City. It is also a member of the North Shore Regional Vocational system and the North Shore Consortium for Special Needs. Education policy is set by a six-member, elected School Committee.



The school system has undergone significant changes and adjustments over the last few years; enrollment increased from 3,711 in the 1994/1995 school year to 4,203 students in the 2000-2001 school year. However, the increases are not evenly distributed; the 7th grade increased by more than 50 percent during this time. This "bulge" in the school population was accommodated through re-assignments of both space and teachers.

The Massachusetts Comprehensive Assessment System (MCAS) testing program represents another source of change, setting new standards and goals for the school system. These changes combined with the school system's desire to increase academic challenge for all students, have led to the following initiatives:

- Reduction in class size;
- Full-day Kindergarten;
- Developmental Reading and Writing Assessments for students in Kindergarten through second grade several times during the year;
- Student Placement in the "First Steps" developmental writing continuum, K-8;
- Increased attention to exhibits and student work;
- Extensive professional development programs for all staff.

In 1999, the School Committee commissioned a study of the Special Education Program that led to significant changes in the program and related education at all levels of the system.

The Gloucester High School was refurbished and expanded in 1995-1997. The School Department also has underway a five-year plan to modernize many of the older, elementary school buildings. Adequate and coordinated maintenance procedures have been established to improve school infrastructure as well as defer costs. These initiatives and others have been supported by thousands of dollars in grant money.

The city's educational system has improved significantly over the past few years, in spite of restricted budgets, however, some community-wide issues remain to be addressed.

Although there are strong links between the economic health of Gloucester and the educational attainment of the population, there is no clear link between educational programs and economic interest that supports particular industries and employment opportunity in the City. As a result, Gloucester's labor force may lack the necessary skills to be hired by local businesses, thereby causing them to relocate to another community in search of an employable workforce.

The information technology base in the schools is not fully equipped to support the labor force and to meet the challenges of tomorrow's industries. This problem extends beyond high school graduates to adults and single parents who increasingly return to school to be re-educated; so that they can meet current job requirements, especially those requiring basic computer training.

Through planning, a consistent set of priorities can be established to help address Gloucester's educational needs and improve the quality of education.

IV.D.2. GOAL

Provide superb educational facilities and resources that will serve the entire Gloucester community, from teaching basic skills to expanding capabilities with the leading technologies and information available today.

IV.D.3. OBJECTIVES

- Provide program and facilities for fundamental high quality education for all Gloucester children.
- Develop programs to attract and retain highly proficient and passionate teachers and Instructors.
- Promote citywide literacy for all ages.

- Provide programs that enhance the skills and education of Gloucester's work force by providing access to technology training for residents of all ages.
- Integrate school facility planning with City planning.
- Keep school buildings open and in use during evenings and weekends.
- Strengthen partnerships between schools, parents, and the broader community.
- Develop programs to promote appreciation of Gloucester's heritage and natural environment.
- Provide education programs that promote public health goals, and in-school health clinics.
- Expand relationships with area colleges to advance educational opportunities for all residents.
- Promote a coalition of school personnel and local agencies to plan, fund and implement a birth-to-age-5 developmentally-based enrichment program to ensure school readiness.
- Provide education and extracurricular programs K-12 that expose, allow practice and promote appreciation of the visual and performing arts.

IV.D.4. STRATEGIES

Strategy 1. Provide sufficient infrastructure to meet educational goals and requirements.

The City should establish a program that prioritizes and schedules improvements to school facilities and programs. This process should establish school system needs within the context of overall City capital improvements needs and resources. Planning for the schools should take into account associated roadway and utility needs, land use policies, and other actions that may shape the education investment initiatives, striving for small school size in the elementary grades.

Strategy 2. Ensure that the school system provides qualified staff and improves their salaries to allow them to live in Gloucester.

The school system has had difficulty attracting and keeping teachers due to relatively low salaries and high housing costs. One way to improve this situation is to increase teacher salaries. The School Department should also work with local housing agencies and the Community Development Department to establish a registry of potential housing units that could be set aside for teachers and their families.

Strategy 3. Provide services that promote literacy for all ages.

The School Department, in partnership with other community agencies, should establish programs and policies that promote literacy of all residents and improve communication and understanding. Programs could range from school and home-based enrichment programs to basic workplace education and training initiatives.

Strategy 4. Ensure that city residents have educational opportunities to meet the particular needs of the local work force.

The school system should maintain partnership programs between the schools and local business and industries, providing options to learn needed trades, skills, and technologies. School training programs might help residents who want to work in the community in which they were raised. The City Economic Plan and the Cape Ann Chamber of Commerce should identify the areas of greatest need, and then, working with the business community, provide the resources necessary to add the programs.

Strategy 5. Expand use of school properties for City and community programs, including extended-day use of school facilities year-round.

School infrastructure is currently used for community programs during evenings and week-ends. It should continue and expand this effort with additional programs and events, offering general education degrees (GED) and English as a second language (ESL) programs, tutorial help, and other special education classes to help residents improve their quality of life, as funding is made available.

Strategy 6. Support an expanded knowledge base to extend and diversify the educational experience of residents.

To advance educational opportunities for all residents, the school system should maintain partnerships with nearby colleges, institutions, businesses and organizations that have been developed over the past few years. For example, the Sawyer Free Library provides excellent resources for all ages in the community. The City should promote and support additional programs and expansion of the library building to meet additional needs, such as computer labs and young adult programs.

Strategy 7. Develop an environmental education program focused on Gloucester.

An environmental education program that teaches about the local environment and natural resources will help ensure the long-term protection of these resources. People who are informed about how their actions affect natural resources are less likely to degrade those resources. The School Department should review and expand current curricula to provide a specific focus on local environmental and natural resource information and issues.

Strategy 8. Develop a Gloucester Heritage program.

Gloucester has a rich and unique cultural heritage that should be passed along to future generations. That heritage should be part of the curriculum throughout the system, taking full advantage of on-site and hands-on experience.

Strategy 9. Expand affordable day care programs.

The City should expand high quality school building-based, affordable day care, as space allows. This would help school staff and other families in need of pre-school and after-school day care.

Strategy 10. Provide health education programs.

Health issue awareness starts at an early age and should be promoted within the school curriculum and ancillary services. In cooperation with the City's Health Department and local health care providers, the school system should continue a program of health awareness, including an emphasis on environmental issues, drug and alcohol abuse, and family issues. Community health services should be available to schoolchildren.

Strategy 11. Continue to consult parents and the general public about education issues and school programs, including the athletic programs.

Over the past several years, parent organizations and site-based planning and decision-making have strengthened the education programs. This should continue, and allow flexibility in order to meet demands of the school-age population.

The school athletic program and varsity teams are a source of pride for the entire city, bringing the community together as no other single effort could. The City should continue to support these programs and seek to include more children and their parents.

Strategy 12. Maximize effort to secure outside funding - from federal, state, and private sources.

Grants and donations play an important role in the School Department budget, assigning responsibility for securing and using the funds throughout the system, as appropriate. This should continue, and effort to find new sources of money should be accelerated, seeking specific application as private and business foundations make new money available.

To protect both local and outside money, the city should have a dedicated School account that will carry from one fiscal year to the next, allowing flexibility in applying funds that do not fit the city fiscal year plan. It should be noted that accounts are currently able to carry across fiscal years on a line item basis; this dedicated account would be used for specific purposes under controlled circumstances.

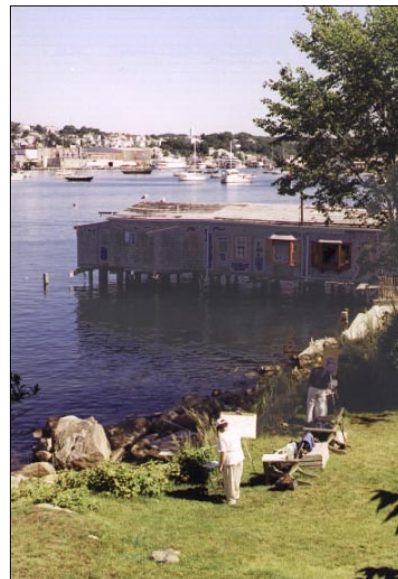
IV.E. ARTS AND CULTURE IN THE COMMUNITY

Culture builds community, and an investment in the City's cultural assets is an investment in the City's future.

Gloucester is home to the oldest working art colony in the country, the Rocky Neck Art Colony, and is internationally known for its artistic and cultural achievements. It has long served as a subject and home for renowned artists, writers and performers. These visionaries also serve as archivists of the city's fascinating, culturally rich and diverse heritage.

Though relatively small in size, Gloucester offers residents and visitors an astonishing array of artistic and cultural treasures, visual, written, performed, and spoken, including sculpture, painting, furniture, pottery, jewelry, quilts, poetry, theater and dance, concerts, films and media arts, and digital and graphic arts. There are exhibitions, performances, guided tours and festivals, museums, historic buildings and architecture, art associations, and galleries; art is displayed in public buildings and businesses throughout the City.

The entire community gains by supporting and promoting the special and valuable art and cultural resources in the city. Acknowledging this, the City of Gloucester has created two official groups, the Gloucester Cultural Council and the newly formed Committee for the Arts, with missions to bring contributions of the arts and cultural community to light.



IV.E.I. RESOURCES AND TRENDS

"New England's creative occupations are projected to grow 18 percent between 1996 and 2006, faster than the total of all occupations . . ." according to a definitive study by the Creative Economy Initiative. A quick inventory of Gloucester's artistic and cultural resources (a walk through the yellow pages of the phone book, for example) underscores the importance



of the community's creative industry to the well-being of this community. The challenge for Gloucester is to be a steward of its cultural riches by preserving and highlighting the impressive quality and quantity of all these resources and encouraging their development and success. It is helpful to think of the arts and cultural resources roughly falling into three categories:

- The Arts and Cultural Community - There are hundreds, if not thousands, of artists and other highly creative people who either live, work, or visit Gloucester and are

ARTS AND CULTURE IN THE COMMUNITY

linked to arts and culture in other communities, especially Rockport. The diversity of artists and cultural events should be recognized as contributing significantly to the community, not only visually but also to its character and its economy.

- **Buyers and the Economy** - Gloucester has become internationally recognized for the type of artwork that has been created here for over a century. Thousands of people come to Cape Ann annually to view and purchase artwork and to participate in art-related activities such as plays and art tours, while also enjoying restaurants, accommodations and other attractions.
- **Art Support Organizations, Businesses and Promoters** - Our valuable cultural resources not only attract viewers of artwork; they provide jobs and contribute substantially to the local economy. That rich heritage is now augmented by an influx of artists from Boston and surrounding areas, adding to the growth and seriousness of the contemporary art community. Businesses such as restaurants and inns that rely on tourism are linked to the arts and cultural attractions of the community as are galleries, libraries, museums, schools, art associations, community service organizations, Internet-based organizations, digital art reproduction companies and recording studios.



Because artists give back to cities in many ways, the City also has an important role to support all these groups and organizations by providing the changes in zoning and tax incentive to facilitate artists in establishing live/work spaces. The City Economic Development Plan should include outlets and potential revenue sources for local art products.

Gloucester's Community Development Department, especially Tourism, Planning and Economic Development components,

and the Grants Office have resources and expertise to be tapped in order to assist the arts and cultural community, and the city as a whole, to achieve the Arts and Cultural objectives. Collaboration with the Chamber of Commerce, the Downtown Development Commission, the Historical Commission, local art associations, and arts-related organizations are also essential in this process.

In November 2000, the City Council recognized the importance of the Arts to Gloucester by establishing a Committee for the Arts. Its mission includes promoting the arts, fostering knowledge and appreciation of artistic endeavors, seeking funding sources, establishing premises and offices, and promoting public awareness of the community's arts and cultural

ARTS AND CULTURE IN THE COMMUNITY

resources. With the help of the City and interested community members, the Committee has already begun several initiatives, an office/ resource center, a web site and the beginning of a "Who's Who" directory of artists and cultural institutions on Cape Ann.

The Gloucester Cultural Council (GCC) is a mayor-appointed City commission and an extension of the Massachusetts Cultural Council, which "provides support to local art by promoting excellence, access, education and diversity in the arts, humanities and interpretive sciences in order to improve the quality of life for all Massachusetts residents." In its twenty-year history, the GCC has granted over \$200,000 to the arts through many different initiatives, perhaps most notably their annual fall grant awards to local artists, cultural organizations, and schools. The GCC also sponsors events that bring together groups of people with common interests in the arts and culture.

The Gloucester Lyceum and Sawyer Free Library is another significant City arts and cultural asset. It hosts frequent and significant arts and cultural events, such as the recent T.S. Elliot Society's Annual Meeting and Festival, and it often sponsors events that tell "The Gloucester Story," a popular subject for many residents and visitors. Plans for the physical expansion of this facility are underway.

V.E.2. GOAL

Support Gloucester's arts and cultural community as a cultural and economic resource by integrating the arts and culture into the life of the community, downtown and in villages and neighborhoods.

IV.E.3. OBJECTIVES

- Empower the two officially appointed committees, the Committee for the Arts and the Gloucester Cultural Council, to support, promote and coordinate the endeavors of all of the City's artistic and cultural entities.
- Expand cultural and arts activities as an economic and civic benefit.
- Employ school programs and facilities for increased awareness and cultural education about Gloucester's heritage, and promote special programs for the arts within the school system for children and adults.
- Support policies and programs that use existing or create additional space for arts and cultural work, exhibits and performances.

IV.E.4. STRATEGIES

Strategy 1. Support the efforts of the Gloucester Cultural Council and the Committee for the Arts.

The art and cultural heritage should be preserved and promoted under the stewardship of the two appointed bodies, the Gloucester Cultural Council and the newly appointed Committee for the Arts. Although the arts and cultural activities are part of the Gloucester heritage, they have not been promoted in a coordinated fashion, and untapped opportunities should be used to bring the arts, artists and the public together. By using these two Committees to work with the many entities and individuals associated with the arts and culture, the City can create effective new programs and initiatives that expand cultural opportunities.

Strategy 2. Develop a comprehensive arts and cultural strategy which includes marketing and exploring educational opportunities.

The City can best support this dimension of the community through a coordination role by developing a coherent arts and cultural strategy through the joint efforts of two City committees, the Committee for the Arts and the Gloucester Cultural Council. The strategy should be developed and refined through the combined efforts of arts and cultural individuals and organizations, and include commitments by the City to support particular activities as an active sponsor or supporting participant. Subsequent to creating this strategy, the two Committees should then become the stewards of its recommendations.

Strategy 3. Prepare an economic and civic impact study for the arts.

The positive economic contribution of the arts to the community is clearly substantial, but it has not been measured. As part of the City Economic Development Plan, the Committee for the Arts and the Community Development Department should conduct an economic impact study that provides the foundation for future public actions and programs. This study should build on preliminary research that has already begun and should include an inventory of groups and businesses engaged in this sector of the local economy, and establish an understanding of the contributions and needs of each. The study should consider both the direct and indirect benefits of jobs, expenditures and taxes that are linked to arts activities. Recommendations for specific actions to best support the arts, as contributors to the local economy as well as to the quality of life in Gloucester should be included.

Connecting Art, the Schools, and the Community

The Gloucester School Connection is an excellent example of how the community and the schools can work together to enrich the artistic life of Gloucester. The School Connection is a fund-raising group of volunteers that, among other activities, supports the arts in the schools.

Strategy 4. Create an organized forum for establishing collaborations between the City and its cultural organizations about new initiatives.

The City should host an organized cultural forum, perhaps in conjunction with the Gloucester Cultural Council's annual "Community Input" meeting and/or The Gloucester Lyceum and Sawyer Free Library, with invited participation of those with interests in the cultural future within the City. This forum should be the starting point for the development of strategies for shared resources, new events, and marketing and information programs. As a resource, the economic impact study for the arts should be prepared in advance of this forum, and serve as a basis for discussion. This event should be repeated on an annual basis to provide a continuing forum for new events and new coordination opportunities.

Strategy 5. Actively pursue additional funding of arts programs and programs that support the arts community.

Personnel time and resources should be allocated by the City to actively pursue new sources of funding for arts programs. This should be done in partnership with the organizations or institutions that will direct or manage the programs. This search should include research on other cities and towns similarly endowed with a rich artistic and cultural community and use positive examples to help establish paths towards funds.

There are many sources of funding which could be targeted, such as the as the Massachusetts Cultural Council. Gloucester's Community Development Department, especially its Tourism, Planning and Economic Development, and the Grants Office have resources and expertise that should be tapped in order to assist the arts and cultural community and the community as a whole. In addition, collaborations with the Chamber of Commerce, the Downtown Development Commission, the Historical Commission, local art associations and other arts-related organizations are essential in this process.

The City should also consider creating a special endowment fund for promotion of art. Such a fund could receive private donations, nonprofit grants and public funding. Although it could begin modestly, such a fund could increase and contribute to a regular program of events or art works.

Strategy 6. Explore expansion of space and facilities for artists and sources and conditions for funding.

One of the major constraints on expansion and success of the artist community is the lack of affordable, adaptable space for their work. The Community Development Department and the Committee for the Arts should, as part of the economic impact study, examine various models for public support and funding for such space. Then, it should pursue grants or other sources. Examples for such sources include the state's Department of Housing and Commu-

nity Development (DHCD) and the federal Department of Housing and Urban Development (HUD); and nonprofit foundations. The City should support projects that provide for these uses in appropriate locations within the community, in concert with its land use planning.

Strategy 7. Support live/work art space through zoning revisions and support for lower cost housing for artists and craftspeople.

Artists, craftspeople and others who are self-employed can benefit from having housing arrangements that also include workspace. Some forms of art require large open areas in which the artist can work, for example, to create large paintings and sculptures. There are many examples of "loft space" available in other art communities throughout the country.

Also, artists need affordable housing. Many artists' incomes are low to moderate, and they make up a large portion of the Gloucester residents who are being impacted by the area's housing crisis. Therefore, it is essential for members of the Committee for the Arts and the Gloucester Cultural Council to be involved in planning efforts that deal with housing and zoning issues.

Zoning that allows combined living and working space would go a long way toward helping members of the artistic and cultural community to stay in Gloucester, as would low cost purchase arrangements that would ensure affordability. Without these actions, the city risks losing one of its most precious assets, the arts community, which has, so long, shaped the character of Gloucester.

The City should also support the creation of low cost housing solutions for artists and craftspeople, such as reduced equity requirements for ownership. By supporting the use of grant funds for such a program, for example, the City would help promote its resident arts and cultural life.

Strategy 8. Expand the use of City facilities as art venues.

The City's own facilities can serve as venues for art and performances that are inviting and exciting for residents and visitors alike. The Department of Public Works, in conjunction with the Committee for the Arts, should do a simple internal inventory of the spaces and places that have been used for such uses, and prepare recommendations for additional venues that might be created. Estimates of capital and operating costs associated with this role should be included in a summary report that should serve as the basis for expanded funding of these activities.

Strategy 9. Expand school-related arts programs and explore educational opportunities.

The City's schools provide extensive arts programming, and may be able to serve an expanded role that is a resource to the entire community. As part of its educational and facility planning responsibilities, the School Department and School Committee should consider how this strategy might be implemented, and present ideas and requirements for funding, so that grant initiatives and other resources can be coordinated to create new opportunities.

IV.F. HEALTH AND SOCIAL SERVICES

Community health derives from many factors that create individual family and community well-being and depends on quality, accessible and affordable healthcare services. The health and quality of life of any community is affected by a comprehensive list of factors, including the availability of good jobs, good schools, and affordable housing. They depend on environmental quality, low crime rates, street safety, and a low incidence of domestic, child and elder abuse. Healthy and high quality communities offer opportunities for exercise, access to public places, social interaction and life-long learning. Health cannot be said to truly exist in a community until these basic conditions are addressed and services are provided to prevent illness, injury and disability.



IV.F.I. RESOURCES AND TRENDS

Gloucester is rich in its health promotion resources. Many community leaders recognize the importance of advocacy, broad-based community input, access and accessibility. Collaborative efforts are fostered by regional participation in the Community Health Network Area (CHNA) and the Health Access Network. The delivery of healthcare and social services is a collaborative effort of professional and volunteer service providers that emanate from the following:

- The Addison Gilbert Hospital, part of Northeast Health Systems
- Gloucester Human Services Council
- Council on Aging
- Gloucester Health Plan Steering Committee
- Coalition For the Prevention of Domestic Violence
- Cape Ann AIDS Task Force
- Interagency Task Force
- City Youth Services Programs

The lead agencies for City responsibility are the Board of Health and the Health Department, deriving their authority from the Commonwealth of Massachusetts. They are responsible for providing for protection of public health, control of disease, promotion of sanitary living conditions, and the protection of the environment from damage and pollution. With the community's cooperation, the Board of Health and the public health system assist in preventing epidemics and the spread of disease and protecting the public against environmental hazards. They help

prevent injuries, promote and encourage healthy behaviors, respond to disasters and assist communities in recovery.

The State mandate adds the following charges:

- Monitor the health status of the community;
- Investigate and diagnose health problems and health hazards;
- Inform, educate, and involve residents and mobilize community partnerships in health issues;
- Develop policies that support community health efforts;
- Evaluate the effectiveness, accessibility and quality of health services;
- Develop insights and innovative solutions to health problems;
- Assure access to healthcare services.

Gloucester's health and social service agencies enjoy good working relationships with the Massachusetts Departments of Public Health, Mental Health and Social Services. Funding sources within these Departments have established a high level of confidence in the City's ability to develop new programs that serve the needs within its geographic boundaries. Furthermore, Gloucester has consistently demonstrated a willingness to work with neighboring communities, often supplying paid staff and a host of volunteers. This above-average success is evidence of a powerful community spirit that is an asset for the future.

The City has accumulated significant recent accomplishments in the areas of public health and services. It completed a Community Health Study in 1997, and is currently implementing its recommendations. The City has actively promoted healthy lifestyles, and with the Addison Gilbert Hospital, held community-wide health fairs during the fall for the past six years. The Health Department has worked to reduce impacts from second-hand smoke, and the Board of Health recently required restaurants to be smoke-free. The City has instituted an aggressive wastewater management assistance program, helping residents comply with the State Code Title 5 and city requirements. Many Gloucester residents do not have adequate health insurance. The City serves as the lead agency that provides free or low-cost plans to children and adults with low income, and ensures that all students receive yearly health checkups and have access to dental health care.

The City also works with other communities on specific public health initiatives such as AIDs prevention, tobacco programs, mosquito reduction, and wastewater management systems.

All of these programs should continue in order to maintain a healthy and safe environment.

Enhancing the Value of Our Community's Youth

The recently established Office of Youth Services, including a Youth Services Director, Youth Services Commission and Teen Advisory Council (TAC), believes in youth empowerment and its effects on self-worth. Together, they encourage community-based services and youth/adult partnerships that are substance-abuse free and advocate for youth related activities and programs. The Commission works in conjunction with the City, as well as, new and existing groups to provide and seek funding to meet the opportunities, challenges and problems of the youth of the city. The TAC, with teen involvement, and supervised by the Director, advocates for youth and encourages community members and policy makers to protect and enhance the value of youth in the community. The involvement of young people in planning and implementation of services and mobilizing community support for programs that effect their lives is essential to their individual development and success. Duties include involvement in community service projects, creating and organizing fun, substance free activities and entertainment and serving as community youth leaders in municipal government on issues that directly or indirectly affect youth. The intent is to form a Youth Council, expand services at a teen center, assist in work with the effects of domestic violence and develop a website of teen youth resources and services.

This Plan provides strategies that will directly help the Board of Health and the Health Department to fulfill this mission. This mission is also supported by strategies in other sections that seek to protect and maintain a healthy and livable community.

IV.F.2. GOAL

Promote a safe and healthy environment for everyone who lives in, works in, or visits our community.

IV.F.3. OBJECTIVES

- Provide affordable mental and physical health care for adults and children.
- Promote a healthy and clean environment.
- Enforce existing public health statutes and regulations.
- Provide public education programs that promote public health goals.
- Revitalize the Gloucester Community Health Plan's Steering Committee as a lead agency responsible for the creation of community health action plans.
- Provide leadership on public health matters and environmental protection.
- Strengthen community care linkages and collaborative efforts of healthcare and social service providers and improved access to them.
- Support programs that help our youth, seniors, and others in need of social care and interaction.

IV.F.4. STRATEGIES**Strategy 1. Support locally based health services to provide a full continuum of care.**

Local health services that provide a continuum of care for emergency and acute situations are critically important for the health of the community. The continuation of the Addison Gilbert Hospital (AGH) as an acute care facility should be vigorously supported by the City. Patients, practitioners and ancillary service providers should use both acute and chronic care services of AGH, whenever possible. It is important that people in the city demonstrate our expectation that our community hospital is a vibrant institution that attracts skilled professionals, is involved in community affairs and continues to serve as one of Gloucester's largest employers.

Dialog between the Addison Gilbert Hospital and the general community should be encouraged.

As part of meeting community needs, the hospital should continue to explore ways of providing services traditionally offered in a Community Health Center.

A collaborative effort that includes AGH, public and private health insurers, and the public should be encouraged by the City to meet the needs of the under and uninsured.

Strategy 2. Create a mechanism to address and prioritize the community's unmet or under-served health needs by revitalizing the Health Plan Steering Committee.

The mayor appointed the Health Plan Steering Committee a few years ago. This Committee needs an infusion of energy, sense of mission, and leadership. The Board of Health, assisted by the Health Department should take the lead in reorganizing the group, with broadly represented membership, to accomplish the following:

- Coordinate effort to create and maintain a Directory of Community Health and Social Service Resources, working in collaboration with the Human Services Council;
- Conduct an updated Health Needs Assessment, independent of any health care provider plan;
- Establish a Health Care Services Plan of Action and monitor progress of Plan implementation;
- Assist in providing public health information to the public;
- Sponsor, perhaps in conjunction with Health Fair, an annual forum highlighting health access and service availability concerns;
- Compile and maintain a list of areas where interested citizens can contribute to health service programs, and a corresponding Volunteer Registry.

Strategy 3. Create a Directory of Community Health and Social Service Resources.

The Health Plan Steering Committee, Human Services Council, and the Board of Health should work collaboratively with Health Department staff to create a Directory of Community Health and Social Service Resources and establish a partnership of funding sources to cover the practical expenses of maintaining the Directory. The Directory should be available in three formats: Internet-web based, print, and Telephone Information Service, and should include the following:

- List of all available physical and mental health and social service providers and agencies and public or private facilities or projects offering practical assistance or support;
- Descriptions and directions from a central point in Gloucester to service locations that have been rated for their degree of accessibility to public restrooms, such as public beaches, transportation facilities (CATA) and tourist attractions;
- Cross-references between areas of health and social services;
- List of health service programs and projects that interested citizens can participate in and a Volunteer Registry.

Strategy 4. Support integrated addiction prevention, treatment and recovery programs.

By using the well-established alcohol and drug addiction prevention and recovery programs as models, a comprehensive nicotine addiction recovery program should be developed. Evidence drawn from the Mayor's Health Needs Assessment survey indicated that fully a quarter of Gloucester residents habitually smoke or use tobacco products. New programs should include an exercise component, nutritional instruction, and should be designed to accommodate the schedules and finances of working adults. Some program design should be age and gender specific.

To encourage funding from institutional sources, program facilitators and coordinators should keep standardized performance statistics and meet and report at least on a quarterly basis.

Strategy 5. Improve access to comprehensive in-patient and outpatient mental health services that include addiction, battering, violence prevention, child abuse, and age specific mental health services.

Based on evidence from the recent Health Needs Assessment and general public comment, the City should encourage improved access to comprehensive in-patient and outpatient mental health services. Providers should have confidence that local programs are available or

are being developed to address such issues as addiction, battering, child abuse, violence prevention, and age specific mental health services.

The City, through the Health Department, should assure that mental health services meet the following standards:

- Services are comprehensive;
- Prevention and treatment modalities are equally addressed;
- Providers, public and private, screen for community mental health needs, and are aware of and know how to refer to available services;
- Needs for children's and adolescent mental health local services should be evaluated and met.

Strategy 6. Develop and promote public information on health issues.

The Health Plan Steering Committee, the Health Department, assisted by the Community Development Department, and in consultation with appropriate health and social service organizations, should prepare public information, to be distributed in a variety of ways - in print, television, and radio public service announcements, public forums, and through the public and private schools in the city. Information should include the following topics:

- Campaign to improve the quality of indoor air, including reducing building chemicals and environmental tobacco smoke;
- Information for owners about the negative environmental impacts of untreated canine and domestic animal waste, proposing and encouraging methods of waste disposal;
- Information for the public about the potential polluting effects of the application of herbicides, pesticides, fertilizers and deicers, to ensure that they are either properly used or prohibited in ecologically sensitive areas;
- Information on general public health topics, especially as they relate to schoolchildren: smoking, alcohol, drug, and sexual and family abuse.

Strategy 7. Ensure and maintain environmental integrity and protection of public health throughout the city by implementing policy and enforcing regulations.

All City decisions, policies, and regulations should protect public health and the environment. The Board of Health is charged with monitoring the health status in the city and promoting

policies to support community health. Together with recommendations of other sections of this Plan, the Board of Health should ensure that City policy addresses areas affecting health and the environment. Policy and actions should include the following:

- Develop a Mosquito Control Program that includes education, surveillance and control to guide City departments and the general public;
- Identify areas that are subject to pollution and prioritize them for improvement;
- Ensure conformance with stormwater management requirements, eliminating direct drainage to coastal waters;
- Minimize impervious surfaces throughout the city;
- Provide clean public rest rooms in convenient locations;
- Improve the quality of marine and fresh waters to ensure safe swimming, fishing, and clamming;
- Promote removal of interior lead paint; continue to enforce lead paint removal regulations;
- Expand scope and hours of operation for disposal of household toxic materials;
- Ensure fresh water service to all households in accordance with American Water Works standards.

Strategy 8. Continue to conduct an annual Health Fair held in conjunction with the Addison Gilbert Hospital.

The annual Health Fair, conducted by the Board of Health and the Addison Gilbert Hospital has become a tradition that attracts hundreds of participants and should continue, inviting broad participation and involvement by City departments and boards and commissions and organizations. At a minimum the Health Fair should accomplish the following:

- Offer vaccinations, nutritional counseling, and public health screening;
- Encourage people to engage in physical exercise;
- Encourage people to adopt healthy lifestyle choices;
- Promote health and wellness educational programs;
- Introduce skilled health care practitioners and services;
- Demonstrate use of the Resource Directory.

Strategy 9. Encourage social service organizations to continue to meet varied needs in the city.

The City of Gloucester Health and Social Service Resource Directory will be useful in providing information to the public and promoting cross-referencing and cooperation among social service organizations. All City decisions, policy and regulations should be sensitive to special needs of several segments of the population.

Policy areas that address social service needs should include the following:

- Support the initiatives of the Gloucester Council on Aging, in particular housing options and transportation needs;
- Improve access to all buildings and public ways to meet Americans with Disabilities Act (ADA) standards;
- Increase opportunities for inter-generational interaction, including mentoring programs and services that integrate youth and elderly;
- Promote life-long learning programs;
- Ensure that recreational programs include programs for all-ages participation;
- Support initiatives of Youth Services Program.

Strategy 10. Target opportunities to support teenage needs.

Both youths and adults express strong feeling in support of the position that young people need a safe place of their own where they can congregate and feel welcome. The City Youth Services Program should conduct a Teenager Needs Assessment and then work to identify possible locations for a Teen Center. A public/private partnership should be established to provide long-term funding for Teen Programs and operation of a Teen Center.